

S-E-C-R-E-T

UNITED STATES INTELLIGENCE BOARD

Office of the Executive Secretary

28 February 1963

MEMORANDUM FOR: Mr. Ray S. Cline, Deputy Director  
(Intelligence), Central Intelligence Agency  
Mr. Allan Evans, Deputy Director for  
Research, Intelligence and Research,  
Department of State  
[redacted] Chief of  
Staff, Defense Intelligence Agency  
[redacted] Deputy Assistant Director  
for Production, National Security Agency  
Mr. Ludwell I. Montague, Board of National  
Estimates, Central Intelligence Agency

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SUBJECT : Comments on PNIOs

1. As agreed at the first meeting of the PNIO Review Committee on 18 February, each member of the Committee has set down his ideas and comments regarding the PNIOs. Copies of those comments are attached hereto for information and consideration at the next meeting of the group, except for the submission of the NSA member, which was distributed directly to Committee members [redacted]

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2. Committee members are reminded that the next meeting will be held at 1430, 4 March, in the USIB Conference Room, CIA Headquarters Building.

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[redacted]  
Executive Secretary

Attachments

DIA and DOS review(s)  
completed.

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CIA Comments on PNIOs

1. What is the proper function of the PNIOs?

The PNIOs should provide initial and basic USIB guidance for the coordination of intelligence research and collection through the identification of the critical intelligence problems inherent in the general body of intelligence required for the formulation and execution of national security policy.

2. What action should ensue in response to the PNIOs?

The formulation and adoption of the PNIOs should be the first stage in a three-stage process, as follows:

a. The identification of critical substantive problems (PNIOs, as defined above) as a basis for the assignment of priority research tasks and the consequent allocation of research resources.

b. The derivation of essential elements of information (EEIs) -- <sup>by whom?</sup> what is that is, of specific collection requirements designed to obtain information critically needed to fulfill the priority research tasks referred to above.

c. The assignment of specific collection tasks to the various and disparate systems of intelligence collection according to their capabilities and suitability in each case.

By whom?

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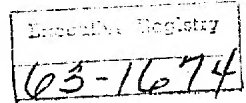
We believe that the process has failed to function properly hitherto for want of definite provision for the accomplishment of the second and third steps in due relation to the first. Specific collection requirements tend to be spontaneously generated and then to have priority claimed for them by post hoc identification with some PNIO. Such collection requirements tend to be served on all systems of collection without discrimination in the hope that some one of them--any one--may actually do something to fulfill them. This practice tends to impose on collectors the task of deciding what should be done and what should be ignored.

We believe that, to solve the true problem, the Committee must not only propose such reform of the PNIOs as may be required, but also demonstrate to USIB how the entire process is to be carried out, through the use of such coordinating mechanisms as may now exist or with the establishment of new mechanisms if any be required.

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ADDRESS OFFICIAL COMMUNICATIONS TO  
THE SECRETARY OF STATE  
WASHINGTON 25, D. C.



DEPARTMENT OF STATE  
WASHINGTON

February 26, 1963

Dear

My thoughts on the subject of PNIOs, delayed by fell disease last week, but now sent to you in form for circulation to other members of our Committee: First, PNIOs ought to be abolished altogether; if they cannot be abolished, we might discuss continuing them as follows:

I. MISSION

1 - We should decide whether the mission of PNIOs should be:

- a - to serve directly as a program guide for particular intelligence services and activities, or
- b - to give a general alert to the intelligence community on national intelligence goals.

2 - If the purpose is to be as in (a) above, specialized PNIOs should be drafted for each of the intelligence activities in view, because an action document of that kind is effective only to the extent that it is tailored to action capabilities.

3 - It follows that under alternative (b), the PNIOs would be expressed in very general terms, with a minimum number of subjects. Their purpose would be to list not all topics requiring priority attention, but only major national intelligence goals, and particularly changes needed in the orientation of our intelligence effort.

4 - I sensed that the Committee was in general agreement on the desirability of what I have called alternative (b). I should so vote myself.

5 - We should carefully in our Committee Report show how PNIOs under alternative (b) would actually be used and would work down into the operating areas of the community. Obviously, such PNIOs would not by themselves serve as direct guidance for programming collection or production. Further steps would be needed for the translation of broad PNIOs into specific action proposals. These steps might involve:

- a - Examination of (1) the extent to which the activities concerned have the capabilities to contribute to goals requiring increased attention, and (2) the impact of reduced priorities.

b - Determination

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- b - Determination of the magnitude of effort that should be directed against targets which contribute to goals of increased or reduced priority.
- c - Development of concrete action proposals for specific collection or production programs.

## II. EFFECT

1 - We can further define what we mean by PNIOs if we describe what happens when they have been prepared.

2 - I take it that what happens is that new PNIOs at once become the subject of action under 5a and b above by interagency groups or committees set up to guide the major services and activities of the community. Thus, I assume that the issuance of new PNIOs would at once be followed by meetings of, for example:

NIS Committee  
Intelligence Priorities Committee  
SIGINT Committee  
NIE Planning Group  
COMOR.

3 - These groups would be responsible for submitting to the USIB within some interval appropriate to each one, a broad report and recommendations that would show how the activities involved are specifically expected to respond to the broad PNIOs.

4 - We might consider the question whether groups of this sort should not in advance of the formulation of PNIOs make general recommendations of topics which they thought suited for inclusion in a statement of changes in intelligence goals.

## III. FORM and SUBSTANCE

1 - PNIOs should be few in number.

2 - They should be broad in substance, but not through the inclusion of words that cover all aspects of any problem that comes up -- rather, through exclusion of details in favor of the simplest possible statement. Thus, for example, I quote present PNIO I B, underlining unnecessary words:



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3 - To avoid the problem of annual repetition, we should consider a list of PNIOs which includes only priorities that have gone up since the previous list or priorities that have gone down. I myself see little use in filling up our space with obvious unchanging priorities like the present Group I.

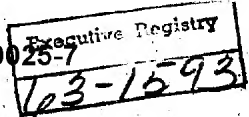
Sincerely,



Allan Evans

Deputy Director for Research  
Bureau of Intelligence and Research

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DEPARTMENT OF DEFENSE  
DEFENSE INTELLIGENCE AGENCY  
WASHINGTON 25, D.C.

25 FEB 1963

S-15533/P-2

STAT.

[Redacted]  
Executive Secretary, United States  
Intelligence Board  
Central Intelligence Agency  
Washington 25, D.C.

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Dear [Redacted]

In preparation for the next meeting of the PNIO Review Committee, I have first of all, as was suggested, set down what I believe to be the purpose of the PNIOs. It is to focus attention and generate action on critical intelligence problems whose resolution is necessary to the National Security Council in the formulation of policy and in the making of decisions affecting the security and foreign policies of the United States.

To accomplish this purpose, my concept of the PNIOs is that they should simply state the problems and indicate how critical they are; the intelligence collection requirements and the actions stemming therefrom being generated by the USIB members. Each member must determine the appropriate effort required by his Agency or Department in the light of its resources and capabilities as related to the intelligence deficiencies or gaps noted. The process is well set forth in paragraph 3 of the Memorandum For the Special Group (C.I.) of 12 February 1963. In addition, a combined review by the USIB to insure as complete coverage as possible, would serve to identify community wide gaps in the collection or production effort and would reduce undesirable duplication.

Likewise, frequent reviews of DCID 1/3 by the USIB would improve the basic guidance for the coordination of intelligence research and collection. It would also cause the PNIOs to be reevaluated in the light of new developments and trends so that the intelligence product might be more responsive to NSC policy requirements.

Close contact with the NSC would seem to be essential in order to receive the guidance that would insure appropriate and timely support of the NSC. Such cooperation could extend all the way from the sort that occurred in the days of the Planning Board to the formal approval of the PNIOs by the NSC, a matter which I would like to see explored.

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REGRADING; DOD DIR 5200.10  
DOES NOT APPLY

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As we all know, the PNIOs were expanded rapidly over the years to the point where they had lost much of their original meaning, encouraging by their very inclusiveness, dependence upon them for the direct allocation of resources and the justification of budgets. Recently, some progress has been made to reduce the number of PNIOs in an attempt to restore to them their true priority status and at the same time to return resource allocation for collection and analysis to its proper place in subsidiary, detailed listings. I hope this recent trend continues.

Much of the misconception concerning the PNIOs and also the dissatisfaction over them stems, I believe, in large part from the present format, the definitions, and certain ambiguities of the directive. Some aspects of the first two of these confuse me, I confess, and the last leads me to hope that the next revision of DCID 1/3 can be written in simpler and more direct language.

With the above comments in mind, I have the following changes to suggest in DCID 1/3.

As to the general form and substance of the introductory paragraphs of the directive, I would, for the sake of simplicity and clarity, like to see paragraphs 2, 3, and 4 replaced by the substance contained in paragraphs 2, 3, and 4 of the Memorandum For the Special Group (C.I.) of 12 February 1963. Certain changes in the text, I believe, would be appropriate. Add to old paragraph 1 the sentence, "The DCID is reviewed at frequent intervals, at least semi-annually, and is revised whenever a need to do so is indicated." In substitute paragraph 2, delete "and effort" in the next to the last line. In substitute paragraph 4, delete the bracketed next to last sentence. I would like to see just after the DCID title on page 1 and before the first paragraph the underlined statement, "A reading of the following introductory paragraphs is essential to an understanding of the PNIOs."

As I said earlier, I am confused by the definitions following each of the category headings which appear to delineate and direct the degree of effort necessary in each case. I would favor no definitions at all, because priorities 1, 2, 3, and 4 as such for the objectives speak for themselves. In any event, substitute paragraph 4 states simply what the categories stand for. If, however, it is decided that further explanation is required, I would suggest that after each numbered category the corresponding criterion in the Annex be adapted for descriptive use.

As far as the body of the PNIOs is concerned, I would like to see the size of the third and fourth categories reduced substantially.

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The Annex, I feel, is no longer required because of the new introductory paragraphs, provided the essence of paragraphs 3 (time of validity) and 4 (scope) of the Annex are brought forward as part of the introduction. I would favor abolishing it. Annexes have a way of being neglected by the reader in any event.

In the last paragraph of Mr. Montague's study on PNIOs that was given to us at the first meeting of the Committee, he refers to [REDACTED] views on the importance of the more systematic use of the findings of the USIB subcommittees in their respective fields as part of the PNIO problem. We should, I think, give some thought to this.

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The ideas expressed in this letter are, of course, subject to change even before our next meeting as a result of studying the contributions received from my fellow committee members.

Sincerely,

[REDACTED]

Rear Admiral, USN  
Chief of Staff

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